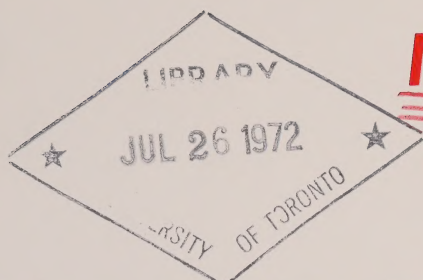
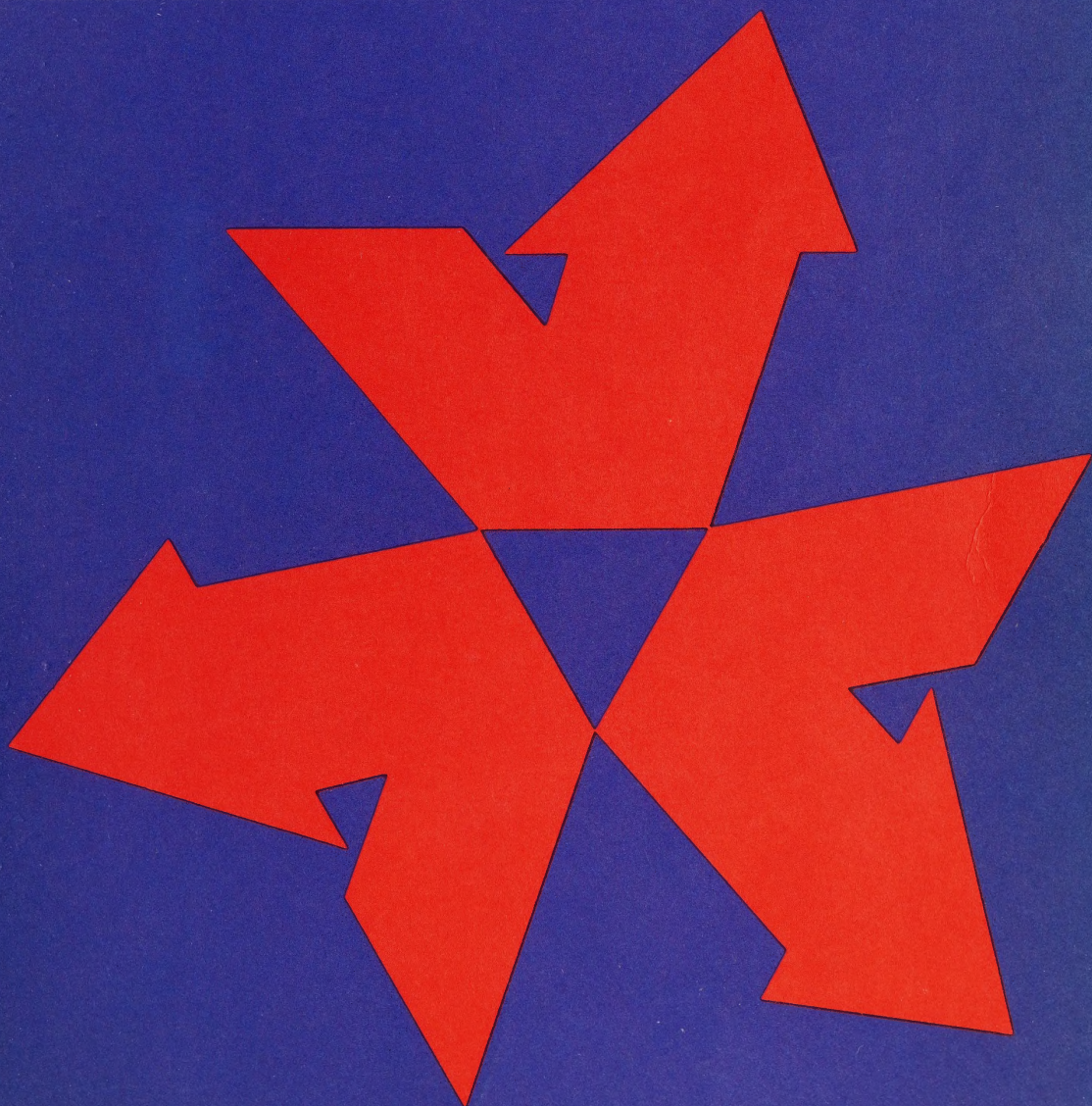


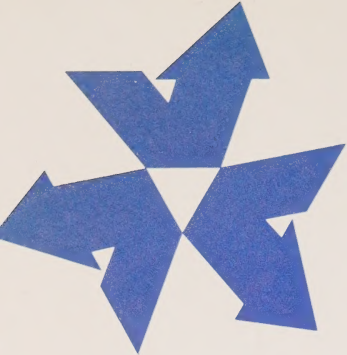


COMMITTEE  
ON GOVERNMENT  
PRODUCTIVITY



**INTERIM REPORT  
NUMBER SEVEN**






INTERIM REPORT NUMBER SEVEN

*Report to the Executive Council  
of the Government of Ontario  
on Communications and Information Services*

*June, 1972*



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TO HIS HONOUR

THE LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO

MAY IT PLEASE YOUR HONOUR:

We, the members of the Committee on Government Productivity, appointed by Order-in-Council, dated the 23rd December, 1969, to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario, submit to Your Honour, herewith, a seventh interim report containing interim recommendations relating to the communications and information services.

*John H. Brown*  
Chairman

*G. I. B. Brown*  
*J. H. Brown*  
*J. H. Brown*  
*H. J. Brown*  
*J. H. Brown*

June, 1972



COMMITTEE ON GOVERNMENT PRODUCTIVITY  
Ontario

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## SUMMARY

The theme of our report is that communications, as they apply to the Ontario Government in the 1970's, deserve a fresh examination and approach. We believe government communications have not kept pace with the growing complexity of government, its increasing involvement in the lives of citizens, and the new desire, and ability of citizens to participate.

We suggest that significant changes are needed in the attitude of government managers to communications, and in the organization and planning of the function. These changes will help the Government to carry out its programs effectively and to increase citizen participation and involvement.

Government information is and always will be a contentious subject. Information is nearly always seen from a partisan viewpoint and is therefore 'good' or 'bad', depending on this viewpoint.

For this reason, we have refrained, except in our remarks on policy, from extensive philosophizing about freedom of information. We have avoided reference to level of spending, even if it were practical to obtain this, because we feel that the emphasis should be on how efficiently and how effectively the money is spent.

We have concentrated instead on the policy, organization and management of the function, in the belief that these are the areas where improvement must start.

Our recommendations are in line with the major structural and other changes in the management of government already proposed by the C.O.G.P.

The following points express the basic direction of this report:

- ♦ We recommend that Cabinet develop and make public a government communications policy. And, further, that Cabinet support the development of operational guidelines necessary to give effect to this policy.
- ♦ We recommend the assignment of responsibility for communications planning to the Government's managers. We support the decentralization resulting from this and anticipate an increased interest by all levels of government in communications.
- ♦ We recommend the introduction into the Government of communications advice which is separated from day-to-day service functions and concerned with creative strategic planning of new ways and means of informing and involving the public in government programs and plans.

- ♦ We urge that special attention be given to communicating the concepts and activities of the new policy fields, both to the people and the Public Service.
- ♦ We recommend several planning and budgeting procedures and an implementation program which will allow for better management of the communications function.
- ♦ In the area of common services, we make recommendations on the Queen's Printer and Publisher designed to better mesh this institution with our new concepts of government, and give it the opportunity to become a focal point for catalogue and supply of government resource materials.
- ♦ We also recommend greater attention be paid to communications training and development. This is vital if the government is to have the capability to carry out the changes we propose.
- ♦ Specific recommendations are made for improvement of internal communications. These, we feel, have not kept pace. Improvements are needed if the morale and cooperation of the Public Service are to be secured, and the public is to receive fair and efficient service and response from public servants.
- ♦ The project team has placed special emphasis on the subject of communication from citizens back to their government.
- ♦ Many feedback mechanisms now exist, but new ones may be needed to match the increasing complexity of government and the desire of citizens to participate more fully. We endorse the new Citizens' Inquiry Branch; the proposed study of the facilities available to the Legislature and the MPP's; and the key role of the news media. We recommend an investigation of regional information centres and a province-wide telephone inquiry system. We also propose research on the potential for impartial social surveys on emerging issues. We support greater use of Green Papers and other techniques to involve and inform the public prior to major policy decisions.

We do not expect that our proposals will revolutionize government communications immediately or launch any new eras. We believe that this report will achieve one of its major purposes if it contributes to a new examination of and debate on the role of communications, combined with a more urgent feeling of responsibility for this vital function at all levels of government.

## INTRODUCTION

Ontario is a dynamic, complex and growing society which constantly faces new problems and issues, and which has a deep involvement in its Government.

The theme of this report is that the communications of the Ontario Government must reflect and respond to the needs of this society. Government must be able to explain its policies clearly, to facilitate dialogue between itself and the people on issues, and to keep to a minimum the sense of alienation which citizens might feel in the face of a massive and often bewildering system.

Modern management methods must be applied to the communications function. Policies are needed which clearly state the responsibilities of the Government and the Public Service to communicate with citizens to protect the privacy of the individual, and to assure that all citizens can communicate with their Government.

Communications will be a critical component of the new, more sensitive priority-setting processes required because of the growing financial pressures on government in the 1970's.

There is a responsibility on citizens, too, which cannot be overlooked. Increased educational levels and the leisure time to consider political issues are aids to greater citizen involvement. It is still evident, however, that the public faces new challenges to learn and become more interested in government.

A key objective of the new structure of government recommended by C.O.G.P. for the Government of Ontario directly concerns the vital role of communications. This is:

*...to develop fuller two-way communication between the public and the government.*

In our Fourth Interim Report, we noted that the public "has an intrinsic right to information regarding government's activities, its services and modes of utilizing them. Both the quality of this information and how it is conveyed can significantly influence the effective functioning of government. Not only does information represent a critical first step in the delivery of services, but its effect on the public can also be a major determinant of the attitudes toward government which will help or hinder its work".

## What are Communications?

Communications are the transmissions of words and ideas.

Government communicates through a variety of media which are seen, heard or read by the public. These include news releases, speeches, response to inquiries, advertising, films, books and exhibits. The tone of voice and attitude of a public servant on the telephone, the landscaping at Queen's Park and the design of Ontario Place, for example, also communicate about government to people.

The definition also includes communication within government and communication back from citizens to their government.

Communication within government involves the government's attitude to its own employees; its ability to inform the Public Service about its policies and programs; the facilities and training which are available to help government people serve the public effectively; and most importantly, the flow of information within and between ministries.

There are many traditional channels through which citizens can communicate with government. These include members of parliament, appointed officials, legislative committees, task forces and commissions. The importance of a two-way exchange, a dialogue between government, its employees and the people, has led us, in this report to emphasize the term 'communications' rather than information.

## Terms of Reference

Our general terms of reference were to recommend improvements in the effectiveness, efficiency and responsiveness of external and internal government communications (Appendix 2). In the conduct of our study, some change of emphasis from our original terms occurred. These changes focused greater attention on policy, organization and planning.

Our study had specific objectives to:

- ♦ establish whether there is a need for a more formal government policy on communications;
- ♦ help the government improve its present channels of communications and to find ways of improving communication channels from people to government;
- ♦ improve the understanding of the communication function within the government;
- ♦ improve the planning and organization of the communication function in ministries;

- ♦ improve the management skills and qualifications of those involved in communication activities; and
- ♦ improve communications within and between ministries.

The project team (Appendix 3) decided that its most practical contribution would be to establish principles and guidelines. This study, then, is not primarily a 'how to' report or a detailed analysis of current communication techniques and content. Rather, it establishes a basic framework for the communication function. The reader will find a strong orientation toward management, organization and planning. We consider these are the keys to effecting useful change.

Our terms of reference did not include detailed study of the communication roles played by the elected representatives or the news media. No study of this kind, however, can fail to recognize their importance.

The MPP is the traditional channel of communication between the citizen and his government. Our recommendations in no way alter this relationship. On the contrary, we expect that they will strengthen it. We strongly endorse the need for a study to review the functions and processes of the Legislature and to examine the means by which these might be improved to enhance the role of elected members and give them better opportunities for serving their constituents.

Our recommendations, while not dealing specifically with government-press relations, have the role of the news media clearly in mind, since they support the principle of the people's right to know. Recommendations designed to create more effective communication planning should facilitate news-gathering by the media.

## **Two Important Assumptions**

The thrust of the C.O.G.P. recommendations on the structure of government and the responsibilities of program managers is reflected in this report.

This means, first, that we view information as a support activity for larger programs. Thus, program managers should be responsible for setting objectives for and managing the communication aspects of their programs.

This being so, we have rejected the concept of a centralized communication organization, such as that adopted by the Federal Government and some other jurisdictions.

We believe ministries are in a better position than any central information agency to understand and be sensitive to the special publics they each serve and to tailor their communications to most effectively meet those special and diverse needs. We wanted to avoid creating a new and costly centralized structure which might expand without any real assurance of offering better service. Such a structure could become increasingly concerned with its own needs rather than the needs of operating units.

In addition and in keeping with another major principle of the new structure of government, operating units should have the flexibility to organize the communication function in any way which will be most responsive to their own and to public needs. A centralized agency would limit organizational diversity.

Finally, we question whether a centralized information agency is in the best interests of the public. The larger an organization is, the more complex it usually becomes for it to respond rapidly to public requirements. The term "red tape" is often used to describe the difficulty in obtaining information from government. We do not see how a centralized information agency can realistically be expected to reduce this red tape.

## Acknowledgements

During the course of the study, the project team interviewed and was assisted by many people from both inside and outside government. Meetings were held with most of the Deputy Ministers and all of the senior information officers. We also had valuable assistance from various members of the news media and other groups which provided useful information.

Important to the study was a review of three recent studies on government communications. The United Kingdom Government published "Information and the Public Interest" in June, 1969. The Government of Canada published "To Know or Be Known", the Report of the Task Force on Government Information, in August, 1969. A less extensive but very useful report on Ontario Government Information Services was prepared in 1970 by an Interdepartmental Committee established by the then Cabinet Committee on policy development.

We are indebted, finally, to members of the Advisory Committee representing a number of areas of interest including government, the news media and business. Their impartial and experienced comment and suggestions greatly strengthened this report and its recommendations.

## A CURRENT ASSESSMENT

We present here a constructive critique of current government communications activities. Its purpose is to substantiate our recommendations by indicating what we consider to be major problems.

We found that a great deal of good communications activity is going on now in the Government. We found many examples of devoted service to the public, of creativity, and of keen interest in improving performance.

At the same time, this performance is being hindered by a series of conditions which we feel should be corrected.

There is in the Government no consistent, widely known communication policy. There are few guidelines to direct the function in the ministries, or to enable program managers or Management Board to assess the direction and effectiveness of communication plans and programs. Without an overall policy, ministries tend to develop individual approaches to communications. We do not suggest that each ministry should adopt similar approaches. We see an overall government policy not as an imposition on individual ministries but as a general and consistent framework within which a ministry's policies and operating guidelines can be developed.

Comprehensive communication planning often is inadequately done, and sometimes not done at all. This planning should establish communication objectives, the broad techniques required to meet them, and assure measures of effectiveness. When communications are unplanned and without stated objectives, neither the ministries nor Management Board have any precise way of judging how productive, effective and responsive their communications are.

Sometimes the planning responsibility, which rightly belongs with the program manager, is assumed by the Information Branch. Since Information Branches often are not involved in the initial program-planning phase, their contribution is made without the benefit of a full understanding of the program. Also, there is a natural tendency to base communications recommendations on the technical capabilities of the Branch, rather than on the real requirements of the program.

Two examples help to illustrate our point.

One ministry publication intended to support a particular program was directed to a narrow, research-oriented audience. Quantities of material were small and the content technical. The real goal of the total program, it emerged later, was to reach a much wider audience including interested

members of the public and local officials.

A magazine in another ministry was published regularly and mailed to a specific audience. The original objective was to explain the ministry's policies and views, and to improve relations with this audience. Over a period of time, this goal fell in priority. The publication, however, continued, shifting to report the activities of its readers rather than the policies and activities of the ministry.

Information people themselves are aware of this planning problem. One commented that, 'day-to-day communications activities always seem to take precedence over the longer term development of needed communications programs'.

We have found that information personnel are often perceived as being low in the hierarchy, and are not thought of nor expected to perform as senior executives. This is mainly due to the fact that communications are not seen as an activity central to the effective management of a ministry's programs. If senior management is only marginally interested, there can be no assurance that the function is being managed with the required skill.

An ancillary reason for this lack of interest, we believe, lies in the fact that for the most part senior management does not have a clear idea of what the qualifications of communications personnel should be, what they are worth on the open market, and how they should be utilized most effectively.

From the Ministers down through all levels of government, there generally is not an adequate understanding of the importance of the communications function and how it can benefit a ministry. Specifically, this applies to the role communications can play in the decision-making process and program success. Because the function is not well understood, commitment to and involvement in communications are inadequate.

There are deficiencies in financial control procedures. Current budgeting methods do not require that communications activities be isolated and related to the programs they support. There are also no general policies or requirements for measurement of the results of communications programs. In some cases, results are measured with care. But, in many cases, analysis of effectiveness is not part of the program.

We have come to the conclusion that communication within and between ministries is inadequate. Too often, members of the Public Service are not aware of developments affecting their programs until they read about them in the press. There is duplication of effort, and overlap, often because of inadequate communication.

We have found practically no formal and few informal mechanisms for coordinating the communication activities among ministries. There are no effective means to identify and meet the need for coordination among ministries.

The new structure of government not only creates a need for greater coordination among ministries, with its emphasis on both horizontal and vertical program planning, it is itself a response to this need.

While coordination will be helped by the horizontal integration in the new policy field structures, we conclude that communication within the Government has not kept pace with the growth and complexity of programs and services.

Finally, there is the lack of awareness and at times lack of interest in communications by program managers. It very quickly became clear to us that changing the attitudes at all levels of government is as important as changing the organization.

A major thrust of our recommendations is directed toward encouraging greater interest and involvement by managers in the communication aspects of their programs.

## COMMUNICATIONS POLICY

If we accept that effective and open communications between the people and government is crucial to the democratic process, then a stated, comprehensive and widely-known government communications policy is essential.

The absence of such a policy in Ontario has been noted. This section of our report reviews the existing situation, makes recommendations on this subject, and provides guidelines for government consideration in establishing a policy.

### Existing Regulations

The major existing regulations pertaining to the secrecy classification of government documents are the Official Secrets Act and the Ontario Oath of Office and Secrecy. The Ontario Oath of Office requires the public servant to swear that...*except as I may be legally required, I will not disclose or give to any person any information or document that comes to my knowledge or possession by reason of my being a civil servant.* The amount of information required by statute to be revealed is relatively small, and largely confined to annual reports and other government publications. The existing regulations thus do not encourage open communications.

We can only conclude that existing regulations are, in fact, an impediment to effective communications. Civil servants may tend to provide a minimum level of information on government operations unless policies clearly permit greater disclosure.

### Administrative Secrecy

Compounding the problem of designing a communications policy is the fact that the Government of Ontario, like other governments of Canada, is historically rooted in the British Parliamentary system. One of the strong traditions of that system is administrative secrecy.

In its report "To Know and Be Known", the Federal Task Force on Government Information said:

*We have inherited from Britain the principle of Ministerial responsibility, the dominant executive, and both the neutrality and anonymity of the public service. We've also inherited from Britain the idea of the 'thirty-year rule' whereby governments are bound to preserve some papers in secrecy for a generation, and*

*the tradition of tight administrative secrecy has come to us from both England and France. Moreover, the members of our Privy Council take an oath that they will'...keep close and secret all such matters as shall be treated, debated and resolved on in Privy Council'.*

While the absolute degree of such secrecy is a matter of relativity and subjective overview, there is a generally accepted view within Canada that all administrative activities and documents of government are communicated to the public if, as, and when the government wishes to do so.

In fact, that view exaggerates the true state of affairs.

Governments in Canada today — federal, provincial, and municipal — are much more open and responsive to the information needs and desires of their citizens than they were even 10 years ago. Governments have learned that increased citizen awareness and involvement will be crucial to effective government in the 1970's. Administrative secrecy, therefore, is inadequate as a policy today.

## **The Need for a New Policy**

It is in response to these shifts in attitude and recognizing a traditional tendency of governments *to say as little as possible* that we propose that a clearly stated communications policy be developed. It should remove confusion and ambiguity within the Government as to the legal, political and social rights of the citizen to acquire information.

A communications policy is a prerequisite for ensuring that the citizen is aware of his rights to information, as well as for encouraging optimum availability of such information from the public servant.

We recognize that to enunciate a realistic and practicable policy is a very difficult task. Yet we believe that if the Government and the public are to achieve an effective two-way dialogue in Ontario in the years to come, the Government must:

- ♦ formulate and announce a policy on communications;
- ♦ instill throughout the Government full understanding of what that policy means and ensure a strong sense of commitment to implement it in day-to-day operations.

## Principles

In the development of a communications policy, we believe Cabinet should consider the following general principles:

- ♦ Every citizen of Ontario has equal right of access with every other citizen to government information.
- ♦ Every citizen has an equal right to offer his views to government and an equal opportunity to communicate with government.
- ♦ Government has an obligation to improve communications and to provide full, timely, accurate and understandable information on government policies, objectives and programs.
- ♦ Government has an obligation to protect the privacy of the individual.

## Guidelines

Designing a government communications policy which covers every eventuality is probably impossible if not unwise. What is needed, in our opinion, is a broad statement of government policy and specific operating guidelines for each ministry.

Two policy directions have already been stated. Premier Wm. G. Davis, in his statement on the C.O.G.P. Third Interim Report, said, "I am determined to improve communications between the elected members of government and the Legislature and the general public whom they serve ". He went on to say, in discussing access of citizens to government regarding their problems, "I believe people have a right to direct and personal access to government sources of information and assistance. That right must not only exist, but every citizen must know that it exists".

We suggest that Cabinet develop a general communications policy defining the role of communications in government, and the right of the public to information. This would provide a framework within which ministries could raise and resolve many crucial questions, for example, the need to differentiate between the legal versus the discretionary right of the public to know; and considerations of *when* and *how much* and *in what form*. Government also can serve the role of a third party by functioning as a catalyst to bring other groups together and foster communication between them. Whether or not it should seek to develop this role is a further policy question.

Operational guidelines based on the Government's communications policy should be developed to give it direction and life. Important issues

which such guidelines could clarify for ministries include:

- ♦ the role and status of information personnel and the purpose of their work;
- ♦ reaching special publics and regions not adequately reached now;
- ♦ measuring the effectiveness of communications expenditures;
- ♦ the use of research and new technology;
- ♦ relationships of Ontario Government communications with those of other levels of government; and
- ♦ the use of social surveys and the release of their results and methodology to the public.

Solutions here are not easily achieved; nor when found can they be applied with equal precision to every circumstance. We believe, nevertheless, that a policy statement and guidelines represent an essential starting point.

Implementation of such a program is the prerogative of the Cabinet. We suggest, however, certain considerations:

- ♦ A first and essential step could be to evaluate existing constraints on disclosing government information. Individual privacy, state security and public interest are of paramount concern here. Ministries could be instructed to identify the kinds of information they now routinely withhold and the reasons for withholding it. The objective would be to reduce to the lowest level possible the number of exclusions to a policy of open communications.
- ♦ The government-public dialogue could be substantially enhanced if the Government made a conscious effort to explain more fully and openly the processes and considerations involved in policy-making. To this end, it could implement the use of white and green papers as outlined in the C.O.G.P.'s Third Interim Report. These papers would receive the widest possible distribution and give enough lead-time to allow people to respond and make a contribution to the policy-making process.
- ♦ The right of equal opportunity to communicate with government is fundamental to democracy. Opportunities to exercise this right should exist in the communication systems used by government. These should overcome communications barriers which can occur as a result of ethnic and educational backgrounds, geographic location, communications media, socio-economic status and language differences.

- ♦ An important audience for any government communication is the Public Service. It is vital that the Public Service have full, accurate, understandable and timely information about policies and programs. Morale and efficiency would both be improved if Government adopted a communications policy which viewed government employees as a special public.

We therefore recommend that:

- 10.1 Cabinet develop and make public a government communications policy and support the development of the guidelines necessary to give effect to this policy.**

## PLANNING AND ORGANIZATION

Our report treats communications in three ways:

- ♦ Government to people;
- ♦ Internal, within the Government;
- ♦ People to government.

This part considers the planning and organization for the first two of these. The third is treated in the chapter "Citizen Inquiry and Community Information Centres".

### Basic Principles

Our recommendations on the planning and organization of communications are based on the principles that communications should be:

- ♦ considered as active supporting functions of government programs;
- ♦ the primary responsibility of individual ministries and agencies with a minimum of formal centralized control;
- ♦ within each ministry, the responsibility of the Minister for the total ministry programs, and of the manager for individual programs; within the policy fields, the responsibility of the Provincial Secretaries and Deputy Provincial Secretaries;
- ♦ organized so that the two unique and separate functions — planning and service — are treated separately and the manager is free to purchase his planning and service requirements from the best source available either within or outside the Government.

The application of these principles will result, we believe, in a sound but dynamic and responsive approach to the communications needs of the Government and the public.

We reiterate our view that communication is essentially a support function contributing to the success of larger program goals. Decisions should be made on communications goals and needs by program managers just as they do for finance, personnel or other functions. Communications activities unrelated to attaining these policy or program objectives have questionable, if any, value. In the sub-sections which follow, we outline our reasons for adopting these principles, their organizational implications and the benefits we anticipate from their implementation.

## Planning

We have noted the need for Ministers and the Public Service, especially the Government's senior managers, to regard communications as a priority support activity for policy development and program delivery. Managers should become more responsible and accountable for their program's communication activities and appreciate to a greater degree the interrelationship between communications and effective, responsive policy development, program design and delivery. Such awareness and interest cannot be legislated into the system, nor can new attitudes be created overnight. It would serve no purpose to elaborate here the principles of effective planning. The government is now implementing the P.P.B. System, and consistent with this, we recommend:

**10.2 All program managers be responsible and accountable for the communications components of their programs within the context of the Planning, Programming, Budgeting System.**

It is important, in considering this recommendation, to distinguish between the functions of communications planning and service.

By planning, we mean the setting of communications goals and budgets, and the selection of the most appropriate techniques to meet these objectives. A number of questions should be raised and answered:

- ♦ What message should be conveyed and why?
- ♦ To whom should it be addressed?
- ♦ How best to do it?
- ♦ When should it be done?
- ♦ What should the cost be?
- ♦ What criteria should be used to evaluate the effort?
- ♦ What feedback is required and how will it be obtained?
- ♦ What is the relationship of the communications plan to others in the ministry, policy field or Government?

The service component, on the other hand, is the execution or carrying out of the communications plan. We have identified seven primary service activities performed by most Information Branches:

- ♦ response to public requests for information;
- ♦ relations with mass media including preparation of news releases, radio and TV tapes and film clips;

- ♦ preparation of publications ranging from pamphlets to annual reports, and including editorial services;
- ♦ exhibits and special projects;
- ♦ paid advertising in mass media; and
- ♦ various administrative tasks including clipping services, mailing lists and inventory control.

We advocate separation of planning and service for several reasons.

- ♦ Strategic planning is the responsibility of the Minister, Provincial Secretary, Deputy Minister, Deputy Provincial Secretary and program manager, in their respective areas of responsibility.
- ♦ The planning of communications strategy, selection of techniques to be used, and design of measurements and controls are today quite sophisticated functions. They require an understanding of broad policy goals, many communications techniques, and planning procedures. These differ in content and interest from the skills and functions involved in operation of an information service unit which receives inquiries, issues day-to-day news releases, arranges for special events, and prints and distributes publications. Combining the two, where a significant amount of planning work and advice is required, tends to emphasize the service aspects at the expense of planning.
- ♦ A conflict of interest occurs between the recommendation of plans, and the management of the service unit. This can occur in recommendations to use the service unit when less or no activity is needed. Conversely, lack of facilities in the service unit may discourage needed proposals involving additions to the unit, or use of outside help. The service unit, in summary, should reflect needs, not control them.
- ♦ The priority heretofore not afforded communications planning will be emphasized if the function is separated.
- ♦ Greater flexibility is afforded the program manager in obtaining the best planning advice if this function is not part of the service function.

Our studies confirm that government information services currently over-emphasize service at the expense of planning. The general level of communications planning, as we noted in our assessment of current activity, therefore, is low.

The Government now has many hard-working and effective Information Branches. We are not advocating disbandment of these units.

What we are suggesting is that each ministry examine its current information organization, and assess whether communications planning needs are significant enough to warrant a senior planner and a separate service unit. Our estimate would be that any ministry spending a significant amount on information programs, or any ministry faced with unusual new communication challenges, should take such a step.

The current Information Branch, after such an assessment, could remain as it is, be it enlarged or contracted. Services might be split off to programs, or left intact depending on the needs of the individual ministry.

We make no detailed nor specific organizational recommendations on this subject. We do not believe that a standardized form of organization for the function can or should be imposed on ministries. Organization must be developed according to operating needs, taking into account the level of communications activities, the nature of programs, the publics served and the total organizational structure.

We therefore recommend that:

**10.3 In conjunction with the Management Policy Branch of the Management Board Secretariat, each ministry review its current information programs and structure and assess the need for a communications planning capability, and separation of this function from the Information Service Unit.**

This planning capacity could be located within the ministry or one of its programs, within the policy field, or it could be obtained from outside sources, either private or public.

If a communications advisor and planner is required, this person should have practical experience in business or government communication; creativity and the stature to consult with and earn the respect and confidence of senior program managers.

The appointment should be for a specific renewable term to allow for a periodic appraisal not only of the person doing the job, but of the need for the position itself.

**Policy Fields and the Ministry of Treasury, Economics and Intergovernmental Affairs**

We believe that in the new policy fields, there will be a need to identify individuals who will undertake responsibility for communications planning. New and unique opportunities and problems exist and it is important that a communications planning resource be provided to each secretariat on at least a short-term basis.

These policy field communications advisors would have two responsibilities:

- ♦ as a primary function, to plan communications on the activities of the policy field and secretariat; and
- ♦ as a secondary function, to help coordinate communications planning involving more than one ministry within the policy field, or involving other policy fields.

A prime task for this position, which should be interim, would be to devise feasible and flexible working relationships and plans for secretariat communications.

Responsibility for communications on specific ministry programs, we stress, would remain with the ministries.

We therefore recommend that:

- 10.4 Each policy field secretariat appoint, for a limited term, a senior communications advisor with responsibilities to prepare communications plans for the secretariat, and help coordinate communications activities within the policy field.**

We do not propose establishing service units in policy field secretariats. Either this should be deferred, or facilities in a ministry or outside the Government should be used, pending completion of communications plans.

The Ministry of Treasury, Economics and Intergovernmental Affairs, as noted in our Third Interim Report, has an integrating role similar to that of the policy fields. The ministry's responsibilities in the areas of finance, economic and regional policies, and intergovernmental relations suggest the need for a communications planning capacity similar to that of the policy fields.

We therefore recommend that:

- 10.5 The Ministry of Treasury, Economics and Intergovernmental Affairs appoint for a limited term, a senior communications advisor with responsibility to recommend communications plans for its major programs.**

In conjunction with separation of planning from service, where warranted, we also endorse the principle of competition as outlined in our Third Interim Report. Competition with the private sector will encourage more efficient service from government communication service units. When

it is decided to use internal communications planning or service resources, these services should be charged to users on a full-cost basis to help managers evaluate them.

## **Internal Communications**

The C.O.G.P. new Structure of Government establishing policy fields is a recognition that government in the 1970's can no longer be primarily organized vertically in a series of autonomous, largely separate compartments. Coincident with the advent of inter-related programs and issues has been a continuing increase in government services.

The pressure to maintain internal communication at a satisfactory level among some 60,000 civil servants is immense. Our research indicates that this challenge may not be receiving the priority it deserves, and that internal communications have not kept pace.

We doubt if there is any disagreement that the Public Service should have full and timely information about government policies, and about programs which affect them. Service to the public, staff morale, and avoidance of duplication or overlap are only three reasons to support this viewpoint.

In our investigations, we found many public servants had a poor knowledge and understanding of the major policies and programs of their government, and too little knowledge of the processes of government generally. There is need, we believe, for a continuing educational program to improve the knowledge of public servants about major programs of government.

First, within ministries, we feel a priority task of every ministry should be to improve internal communications. Employees should be kept up to date about government policies and programs, and informed beforehand or concurrently with the public release of major government pronouncements, particularly when the release affects their areas of responsibility.

The Public Service in each ministry should be regarded in fact as a special public which is deserving of its own communications program specifically designed and directed to meeting its needs.

There are many techniques available — newsletters, films, bulletin boards, staff meetings and conference television. Each ministry should develop its own programs.

We therefore recommend that:

- 10.6 In conjunction with the Management Policy Branch of the Management Board Secretariat, each deputy minister be responsible for development and implementation of a program to improve internal ministry communications.**

Secondly, a major internal communications challenge and opportunity is inherent in the new structure of government. We debated whether horizontal integration of policy-making and program delivery through improved inter-ministerial communications could best be served by formalizing this responsibility with a senior individual or group centrally located in government, or whether here, too, a decentralized emphasis was the most appropriate method.

Our conclusion was to look for solutions within a decentralized approach.

The difficulties in centralizing communications responsibilities, other than certain services, lie with the general sensitivity surrounding the subject both within and outside government, and the consideration of allowing maximum freedom for what is essentially a creative and personal expression of each ministry.

We rejected a centralized approach for the organization and management of the function, and essentially the same reasons apply here. The key concept is that communications is supportive of programs. In this context the objective (or program) is improved integration of horizontal policy-making and program delivery.

At the same time, the Policy and Priorities Board of Cabinet and the policy field secretariats represent organizations which can contribute a great deal to improving inter-ministerial communications. We have already recommended that, for the short term, each policy field and the Ministry of Treasury, Economics and Intergovernmental Affairs appoint communications advisors. We further anticipate that many ministries may also make similar appointments. It is from these resource areas that we look for contributions to achieving improvements in inter-ministerial communications.

It is not appropriate for us to suggest how the Policy and Priorities Board and the policy field secretariats should direct these individuals to organize themselves or to relate one to the other. When these advisors interact, their different viewpoints, skills and perception of the problem should suggest the most effective means. It could be determined that a formalized association is useful, although we would contend that the process stay informal and flexible. We also see that the team implementing this report could play a catalytic role.

We therefore recommend that:

- 10.7 The Policy and Priorities Board of Cabinet and the policy field committees be responsible for improving inter-ministerial communications and for coordination of government news releases to the news media and the public.**

### **Budgeting Procedures**

If program managers are to plan and control communication elements and include them in their recommendations, improvements are required in budgeting procedures.

Most important, communications budgets should become an integral part of program budgets. This means that in many cases Information Branches will have a new and different kind of budget; one made up of funds located and managed in the program area.

Our studies indicated there are no uniform procedures to identify and isolate communications expense, or to establish spending levels. This failure to define and cost communications sub-programs within P.P.B.S. seriously hinders the communications planning process in two ways:

- ♦ P.P.B.S. implies consideration of cost/benefit analysis, from which communications could benefit at least as much as any other activity; and
- ♦ P.P.B.S. implies consideration of alternatives, a necessity for good communications planning.

In our research, we reviewed with Management Board officials the feasible spending level for an individual communications activity which should be isolated as a sub-program for Management Board. It was felt that the figure of \$25,000, while it may appear low, should be proposed for a two-year period, as a salutary rule which would force both program managers and information personnel to review and assess all significant plans. It is assumed, of course, that major information activities which in themselves constitute a program would be budgeted separately as other programs are.

In support of, and in addition to, our previous recommendation concerning the responsibility of program managers for the communications component of their programs, we recommend that:

- 10.8 Ministries require that communications expenditures be budgeted on the P.P.B. system and in submissions to Management Board, communications sub-program budgets be isolated and identified when expenditure is over \$25,000.**

We do not make recommendations on controls or planning for smaller communications activities now included in the Administrative Services program of a ministry. We view this as a ministry management responsibility. To assess and control random growth of these smaller support programs, we suggest that Information Branches, if they are not doing so now, record these expenditures by item for ministry management's annual review and comment.

To support our recommendation on use of P.P.B.S., it will also be necessary to revise the current Code of Accounts to more accurately identify communications costs. At present, account codes bearing on information do not provide for:

- ♦ separating normal telephone, mail and similar operating expense from information programs;
- ♦ separating Information Branch operating costs from general ministry administrative expense;
- ♦ distinguishing between mandatory official publications and optional education and promotional material.

Total information expenses now cannot be isolated on a uniform basis. The coding system, in fact, discourages accurate or convenient collection of these costs.

We therefore recommend that:

**10.9 Communications expenditures be identified and accounted for as distinct costs.**

## **Measurement**

As we have pointed out, while measurement is implied in the P.P.B. system, it is not now applied to most communications activities. Not enough communication research is being done; in some ministries none is done at all. It is our impression that ministries are also, on the whole, not sufficiently conscious of the value of properly designed research. When research is done, the findings, because of poor sample and questionnaire design and analysis, are frequently inadequate.

We recognize the added cost and technical difficulties involved. Despite these, both program managers and information personnel should be exploring greater use of effectiveness research. They require, for example, analysis of audience needs, awareness and use of publications, or awareness levels of public campaigns for new services.

We therefore recommend that:

- 10.10 Ministries require that requests for all program-associated communications budgets over \$25,000 should be supported by statements of goals and objectives which lend themselves to measurement; and that major communications projects over \$100,000 should be supported by appropriate pre- and/or post- effectiveness analysis, and a report of this analysis be available to Management Board.**

### **Media Purchase Discount Service**

A subsidiary aspect of budgeting is the purchase procedure for paid media advertising.

At the moment, ministries frequently earn volume discounts on media purchases only on the basis of their own expenditures. To the media, the ministries are treated as separate clients.

In fact, the Province of Ontario is the client and discounts should be earned on total volume of government space or time. Achieving this maximum discount would not interfere with the media planning of individual operating units. An individual, qualified in media rates and purchasing, could be responsible for designing and maintaining a government-wide system to ensure that maximum discounts are earned. In each case, the individual ministry would continue to determine its own media purchase plan. Procedures for such a system are readily available in advertising agencies which perform this function for large private sector advertisers.

We therefore recommend that:

- 10.11 A media purchase inventory function be established in the Ministry of Government Services; and advertising space and time purchasing orders be standardized throughout the Government with the client heading reading 'Province of Ontario', a sub-heading identifying the ministry, and provision for indicating discount rates.**

### **Management Board Communications Auditing Facility**

Several of our recommendations on communications planning imply new responsibilities for Management Board. We have proposed additional communications planning resources for the policy fields, the Ministry of Treasury, Economics and Intergovernmental Affairs, and ministries.

It is logical, we believe, to accompany these proposals with one to provide more resources to Management Board so it can fulfil the new functions we advocate.

We have considered carefully the form and procedures for such a resource. We believe it is essential that ministries and program managers retain full responsibility and control for communications elements in their programs. We see Management Board's role therefore as assuring that communications activities are, in fact, planned and budgeted in the P.P.B.S. context. To do this, we suggest that the Board must have the capability — at least for a transitional period — to understand and evaluate three questions about communications plans.

- ♦ Is the expense identified?
- ♦ Is there a practical and useful cost/benefit analysis?
- ♦ Has there been proper examination of alternatives?

We stress that these are planning and budgetary functions which should not be concerned with creative content, techniques, or particular media selection.

We also view such a resource as providing a positive function in assisting Management Board to better understand communications planning.

We therefore recommend that:

**10.12 Management Board acquire the necessary expertise and advice to assure that ministry communications plans submitted for review can be assessed for expense identification and presence of adequate cost/benefit analysis and consideration of alternatives.**

## CITIZENS' INQUIRY AND COMMUNITY INFORMATION CENTRES

Early in our report, we referred to the increased involvement of government in the lives of citizens, and the need to keep communication channels open. We noted, further, that past methods of communication between people and government may not be adequate in the 1970's and 1980's.

This section of our report examines what is being done and what might be done in this crucial subject.

In this review we deal with four current or potential areas of citizen communication to government:

- ♦ the processing of normal inquiries for information;
- ♦ the more complex and often urgent problems of individuals who in fact require some form of citizen-aid to get to the source in government who can help them;
- ♦ the possible establishment of a series of regional *storefront* community information and inquiry centres serving all ministries and possibly co-sponsored by other levels of government;
- ♦ formal social surveys or similar research among a broad base of citizens or with special groups.

We did not include distribution of publications or audio-visual material as such. Our opinion on this is reflected in our proposal for a Resource Centre in the Printing Services Branch. Such a Resource Centre might at some time be combined with an information centre of the kind referred to above, but we see this as premature at the present time.

Similarly, we did not investigate the role of the Legislature, the news media or the MPP in this connection. We previously endorsed a study of the functions and processes of the Legislature now planned by the Government as one of the most vital steps which can be taken to improve government-citizen communications.

### Normal Inquiries for Information

In the relationship between government and the citizen, the telephone has become vital. With the possible exception of government news and advertising in the media, the telephone call outranks in numbers all other means of communication between the government and people.

The main switchboard at Queen's Park, with approximately

14,000 calls a day, finds that over 60% of them are requests for basic information. 'What do I do?' 'Whom do I see?' 'How can I find help?' We have found the central switchboard is a highly responsive information centre. Response from the Queen's Park operators is quick, efficient and pleasant.

Outside Metropolitan Toronto, however, citizens should be served equally well. At present, this is not the case.

If Community Information Centres were established in various regions, or existing regional offices of certain ministries strengthened to carry out a general information function, then citizens dealing with their government would find distance from Queen's Park has less disadvantage. However, whether these centres are desirable throughout the Province is presently unclear to us as we discuss later in this section.

To immediately close the gap of distance, we suggest testing a no-charge telephone service which would allow citizens anywhere in the province to contact the Government directly through the Queen's Park or a regional switchboard. This no-charge telephone service would put into practice, clearly and simply, the principle of equal access of all individuals to Government, regardless of where they live. We suggest further that exploration and proposals on this subject could come very naturally from the new Citizens' Inquiry Branch.

We therefore recommend that:

**10.13 A province-wide or regional no-charge telephone service be explored and tested on an experimental basis by the Citizens' Inquiry Branch.**

## **Citizens' Inquiry**

The Citizens' Inquiry Branch, at Queen's Park is now established and operating as a channel directing citizens to the right sources in government. We endorse this experiment as consistent with our conviction that easier communication between citizen and government is essential today, and particularly so where citizens for, a variety of reasons, may not enjoy equal access or awareness of government procedures and facilities.

The mandate for the Citizens' Inquiry Branch, further, is to establish this service within Queen's Park, test its usefulness, and at the propitious time make proposals for expansion, change of course, or curtailment.

We therefore make no recommendations on this subject.

We do, however, wish to register one point. We strongly confirm that this service should not assume the responsibility for public contact and service which rightfully belongs in the ministries. To do so would be inconsistent with the basic concept of decentralization and program manager responsibility advocated by the C.O.G.P.

### **Community Information Centres**

We have considered carefully the merit and feasibility of a series of physical storefront information and inquiry centres at various regional points throughout the province, or alternately some related use of current facilities of particular ministries.

We recognize there may be a need for much broader resource or access points to government information for citizens distant from Queen's Park. In addition, research in recent years has indicated the possible value of these centres or similar devices to achieve several objectives:

- ♦ to allow individuals to obtain the general government information they need;
- ♦ to direct citizens to the appropriate ministry or agency and to the person in government who could solve their specific problems; and
- ♦ to receive information and guidance from the public to government as a whole and to individual government agencies on local or individual concerns.

The Government of Ontario, as well as the Federal and municipal governments, have many offices throughout the Province. But the citizen may be confused by these. They may not adequately answer his basic question "Where do I go to get a solution to my problems?" A single source may be a practical solution where the citizen needing help about provincial government matters and possibly about any level of government, can go for help and direction.

We have considered three approaches which the Province might take:

- ♦ The first is the establishment of information centres by the Provincial Government. This method gives reasonable assurance that centres meet pre-set standards for location, recording procedures, staffing and identification. There are three potential disadvantages. First, the cost would have to be borne by the Provincial Government. Second, citizens and politicians might see these centres as an imposition of central government and not a local service, as government propaganda outlets rather

than citizen-oriented and non-partisan. Third, it may not be practical for the system to do much more than direct the citizen somewhere else, a job better done by a central telephone inquiry service.

- ♦ The second method is to extend the Community Information Centre as initiated by the former Department of the Provincial Secretary and Citizenship. An information centre, in this context, is defined as "a centre whose primary purpose is information — giving and referral". These centres are organized through local initiative with the assistance of the provincial and possibly other levels of government. The favourable aspects of this approach are the participation of citizens in the community, the adaptation of centres to best suit local needs, and the sharing of costs. One argument against this method is that it places too much dependence on volunteers with the danger that initial enthusiasm might wane. Another is that current activity in many of these centres revolves around social action rather than individual citizen information needs.
- ♦ The third method relies on the fact that in remote areas of the province, a single office, for example, a local Agriculture and Food representative, is now considered by many people as representative of the Government. These isolated and distant offices perform a valuable service in supplying information and making known citizens' needs to appropriate ministries. Offices now performing this service could be strengthened by introducing some form of recording and reporting methods. Arguments against this method are, first, that the ministry offices performing this service exist mainly in isolated, smaller communities; and second, these personnel would become responsible to two ministers.

In considering these three options, we accept that a basic principle of the concept of community information centres is that they be organized to best serve the needs of the community and the individual citizen. This might suggest implementation of any one of the above three options or variations of them. Because we advocate such flexibility, and because there is no evidence that general government information offices are the best approach, we propose only that these three options be studied within one unified program, and proposals be made as a result of these studies.

Although we did not study the library system in the Province, it is quite evident that libraries are a vital resource in any community information program. We would endorse any effort by the Government that looked to greater involvement with libraries in its effort to disseminate information to the public.

In determining who should initiate this program, we looked at several possibilities.

However, our conclusion is that it should remain located with the Social Development Policy Field within the Ministry of Community and Social Services because of its role in community service. In this ministry the orientation and emphasis on community needs will be reinforced.

Coincident with this, we also see a need for the Branch to place fresh new emphasis on the exploration of the concept of a neutral information and referral centre serving all citizens and all ministries.

We therefore recommend that:

**10.14 The Community Information Centre program of the Ministry of Community and Social Services become a Branch of that ministry headed by a director.**

**10.15 The Community Information Centre program study and test new approaches to the information centre concept.**

It is important to add that a major research project may be required, and this research should result in a decision on the need for, and the most effective way to operate, information centres. It should position such centres, if they proceed, vis-a-vis other ministries.

In this connection, many ministries now have, or are planning field information service programs to improve communications with the general public. These range from storefront operations to ministry field representatives. In the light of the above recommendation to develop a Community Information Centre Branch representing all ministries, we believe an examination of all ministry field information programs and complementary private sector programs is essential. From such an examination, a coordinated government field information service program should be developed for each community's particular circumstances.

The Management Board is, in our view, the only organization which could initiate this kind of evaluation and provide the necessary coordination of the different ministry interests.

We therefore recommend that:

**10.16 The Management Board be responsible for identifying the most appropriate way to evaluate and coordinate all ministry field information programs and complementary private sector programs.**

## Determining Public Attitudes and Needs

To understand communications in their broadest terms, it is important to accept that government programs are themselves a form of communication. They are an open expression of government's willingness and ability to respond to public needs.

In support of its programs, the Government of Ontario is involved in transmitting a very considerable volume of information. And yet, it does not have a systematic approach to receiving information. In this sense, its communications activities have many of the characteristics of a monologue, whereas good communications represent a dialogue.

While political parties are making increasing use of opinion surveys, governments have traditionally shied away from this policy-making aid. It is generally agreed also that government suffers from this lack of any systematic approach to receiving information from their citizens. One MPP for example speaks for only a relatively small and often hard to define group of the electorate, a group likely made up of a mosaic of individuals with many different socio-economic characteristics and personal needs. Ministries, on the other hand, address themselves to large and definable groups of citizens: the poor, the unemployed, the young, the old, labour, industry, farmers, students and educators, and the sick and healthy. Consequently, an MPP's public is usually generalized, and a ministry's public tends to be specific, so that an MPP speaks for the people in his riding while a ministry speaks to one or more groups of people in the Province as a whole.

It should be possible, in research terms, for a ministry to more accurately determine the current and changing attitudes and needs of the discrete population groups it serves. In the private sector, a successful relationship between the supplier of a service and the user is based on the clearest possible understanding of the real and changing needs of the user. It is possible that the same principle can be applied to government services.

Our findings suggest that there is a need to improve, in some cases, and initiate in others a continuing, systematic approach to researching the different needs of the people of Ontario, and, in particular, the special publics each ministry serves.

A well organized Community Information Centre Branch, and the Queen's Park switchboard both using good reporting methods, could make available to ministries useful information for action or reaction. Whether requests for information at Information Centres are made by telephone or in person, definable patterns of need might develop at various times. These patterns of need would sometimes differ from centre to centre, while at

other times could reflect similar or province-wide needs or requests. This information, properly tabulated, should be rapidly channeled to those who can use it effectively.

We endorse the effort of the Citizens' Inquiry Branch to examine ways of collecting and tabulating this information on a trial basis to see if useful data can be developed. It is essential also that the data developed be sound from a research basis, and that it be published and not merely retained by the Government.

We therefore recommend that:

**10.17 The Director of the Citizens' Inquiry Branch be responsible for conducting tests to identify, tabulate and analyze information on citizen interests and concerns received via the telephone inquiry service and from community information centres now operating, with the objective of determining whether these systems can provide to Government useful indications of citizen concerns and attitudes.**

We also see the need for specific programs by ministries to develop their own information on public needs, and on uses of their services.

The example in this area is being set by the Provincial Secretaries who, being free from operating responsibilities, are using the opportunity to spend more time expounding government policy and gathering reactions from citizens as to the effectiveness of government programs.

This example, appropriately modified, should be followed throughout Government.

Such research would involve three activities:

- ♦ the specific programs of a ministry;
- ♦ the total field of responsibility of a ministry; and
- ♦ broader policy field considerations and issues.

This research on response and attitudes could range from simple measurement of the usage level of a program, to a broad survey on public opinion about a major issue.

We are aware of the potentially partisan character and costs of formal opinion research. It is possible also that more extensive use of the green paper technique or more government forward-planning and forecasts would serve better in bringing out opinion.

While we support opinion and attitude research, we urge that a careful study and analysis of activity be given all such programs. We also stress the need for immediate access by the public and all political parties to such studies and their methodology, and to any research data obtained by the Citizens' Inquiry Branch.

Further, research and implementation of a concurrent study of a Government visual identity program could result in the communication of a consistent image for the Government, greater ease of administration and related cost savings.

## TRAINING AND DEVELOPMENT

A comprehensive study of the Public Service has been made in our Sixth Interim Report. The recommendations in that report apply equally to information personnel as they do to others in the Public Service.

We believe, however, that the challenges facing program managers and information personnel in creating new, more effective communications in the future warrant special attention in this report to training and development.

As indicated, we have concluded that the qualifications of some communications personnel in Government may not be keeping pace with the many changes in the technology and the art of communication, and in management practices. This may stem from a lack of exposure to new methods, the absence of pressure from above, or little interest on the part of information personnel themselves. Regardless of the reason, we see the need for an upgrading program.

Similarly, we are advocating that program managers assume responsibility and more aggressively plan the communications content of their programs. This requires two things:

- ♦ improvement in the ability of program managers to understand and manage these communications elements; and
- ♦ improvement in the skills and performance of information personnel.

### Program Managers

Our proposals that program managers bear responsibility for communications planning imply an ability and knowledge which may not be currently present.

Our recommendation for communications advisors is designed to help correct such deficiencies. At the same time, we believe program managers should be encouraged, and given greater opportunity to improve their communications planning capacity.

In our Interim Report Number Six, we advocated that decisions on training and development be made the responsibility of program managers, and that Management Board develop guidelines which would help managers sort out the various alternatives inside and outside Government for training and developing employees.

These activities by Management Board, Ministers and deputy

ministers should include training and development in communications planning and management. Since the needs of individuals and various ministries, and current capabilities vary widely, we do not propose any standard courses or approaches. We do urge that program managers seek out useful training, and Ministers and deputy ministers actively encourage such effort through available Civil Service procedures.

We therefore recommend that:

- 10.18 Program managers within Government define their need for communications planning training and development, and Ministers and deputy ministers encourage such effort by tuition-fee coverage, leaves of absence, seminar sponsorship or other measures.**

## **Information Personnel**

We have pointed out that communications personnel may be excluded when programs are being developed, placed at too low a level in the hierarchy, or see their promotion or transfer opportunities as limited. If our recommendations are accepted, however, this situation must change. Information personnel will be required to interface more with program managers and communications advisors, become involved in helping set and measure objectives, and consider alternative, new ways of communicating.

In looking for improvement, we considered what factors contribute to the current situation, and what questions needed to be answered to correct it.

We found that communication has, in the Government, been largely equated with news releases, speech-writing and annual reports. Many information officers for example have come from the ranks of the fourth estate. We do not suggest that members of this vital profession have no role to play in government's communications activities. But the question must be asked whether one from the press or any other background no matter how skilled the individual, has had sufficient training in general management, in the scientific research tools which measure reach, awareness, usage, impact, retention and cost benefits of communication messages, or in electronic and other media which, today, are increasingly meaningful to the general public.

It is our opinion that there is a need for more training of all information personnel in these subjects.

We see the potential for a valuable contribution in this area from the recently formed Information Officers Forum. It is too early to say what the full role of the Forum will be. However, one obvious concern of the Forum

is the constant improvement of their members' professional skills. We are suggesting, therefore, that the Information Officers Forum address itself to this task. Much of the initiative for improvement could and should come from this group. It could be a catalyst, bringing to management's attention particular areas of skill which require emphasis. It could, on its own, initiate educational programs and create opportunities for information personnel to be exposed to new communications thinking and technology. There are a variety of techniques, ranging from formal courses in learning institutions and attendance at communications seminars, to on-the-job training.

We therefore recommend that:

- 10.19 The Civil Service Commission obtain, from among other sources, the assistance of the Information Officers Forum to determine ways and means of providing more training and development for information personnel, particularly in newer media techniques, and that the Government support such programs.**

We did not conduct specific salary studies, but our impression is that generally information personnel are not underpaid. With the introduction of an effective merit pay system as recommended in our Sixth Interim Report, also, inequities should be uncovered where this may be a problem. We did find, however, that there is a lack of opportunity or incentive for information personnel to move up in Government. We believe that people with this background should be considered for management positions outside communications. Similarly, those being groomed for management positions should include communications experience in their training.

To encourage such mobility, and in support of our previous recommendations on development of top administrators and on career planning, we recommend that:

- 10.20 The Civil Service Commission and ministries consider communications as a key function in government, and communications training and experience as useful for top administrators, and as a potential base for program management.**

## THE QUEEN'S PRINTER AND PUBLISHER

In our First Interim Report, we identified the need to examine the extent to which the functions of the Queen's Printer and Publisher should be centralized, and the precise role this Office should perform.

Our study has been predicated on the basic assumption that printing and publishing are distinct, separate activities. They involve different training and skills, and serve different interests. Both processes involve many stages but these overlap only to the extent that printing, essentially a trade, is but one distinct part of the total publishing process, which is an art. This clarification is needed before we can attempt to identify what is demanded of each.

It is useful in this context, to note that the Federal Government, after much study, separated these activities. The general trend within the private sector also has been for publishing companies to divest themselves of their printing operations. The Ontario Government, with a central Queen's Printer and Publisher's operation, has moved in the opposite direction.

In assessing the future role and activities of the Queen's Printer and Publisher, therefore, we looked at the requirements and approach for the two basic functions.

### The Printing Functions

The acquisition of print is essentially a matter of supply and procurement in a specialized commodity field. In the Ontario Government, the demands in this field of purchasing have grown far beyond the capabilities of a single, arbitrarily-centralized system. Since it has been the traditional role of the Queen's Printer to centrally purchase all of the Government's printing, what in effect has evolved over the years is an order broker which is by-passed as much as it is used. More important, it operates out of step with new decentralization concepts which allow ministries to obtain services inside or outside Government, at their discretion, within guidelines approved by Management Board.

What is required today is more than a processor of printing orders. The government needs a resource unit capable of providing, not purchasing, but two kinds of advisory service: one to Management Board and the other to ministries.

Management Board needs assistance in developing procedures governing print procurement so it can provide direction on standards and practices, and exercise the necessary controls over cost.

Ministries require a technical advisory service which they would use at their discretion, to keep pace with rapid developments in the graphic arts.

Both these functions fit well with the new philosophy of common service incorporated in the new Ministry of Government Services. The necessary reporting routes are already established through the Committee for Development of Supply Policies and Procedures to the Management Board. These functions, furthermore, are not concerned with publishing but rather with print procurement.

We therefore recommend that:

- 10.21 a) The Office of Queen's Printer and Publisher be revised to the Printing Services Branch and be located within the Ministry of Government Services.**
- b) The designation 'Queen's Printer' be vested with the Deputy Minister of the Ministry of Government Services to control imprint and title and to secure legal Crown copyright on all Legislative and other material printed by Government.**

Consistent with its role as part of the Ministry of Government Services, it is assumed that the Printing Services Branch would assist Management Board in the development of procedures governing print procurement and provision of printing expertise as requested by ministries.

The Branch should advise on print scheduling, repetitive publications, quality and cost-control standards. It should be capable of researching the necessary cost information, and acting as an advisory technical resource for graphic arts and typographical counsel for ministries. It should, finally, develop the necessary working liaisons required with these client ministries, and with the graphic arts industries of Ontario.

Two other areas relate logically to the central printing service: the Government Duplicating Service, and Legislative printing and publishing.

The Government Duplicating Service requires operating criteria and precise definitions of service. These objectives can best be achieved if it is a sub-activity of the Printing Services Branch. It might eventually become a candidate for reprivatization or contract operations, when more complete administrative and operating policies and needs have been established.

In the meantime, we recommend that:

- 10.22 The Government Duplicating Service be assigned to the Printing Services Branch and its operating policies be developed by the Printing Services Branch for the approval of the Management Board.**

The area of legislative printing includes the publication of Bills, Acts, Statutes and Regulations, Votes and Proceedings, Hansard, Estimates, Public Accounts, and the Ontario Gazette. This represents a special and discrete area of government publishing. Since it so uniquely affects the juridical process, conduct of business and the affairs of the individual citizen, it is an area of critical importance requiring speedy and efficient distribution of published materials. The process of legislative publication presently involves several jurisdictions of government and this produces faults in the dissemination of this material.

We recognize these publications serve different and specialized purposes and must therefore continue to be assembled or originated in several jurisdictions of government. However, we are concerned with the need to provide integrated procedures, expenditure controls and greater efficiency in distribution.

We therefore recommend that:

- 10.23 Responsibility for developing guidelines and procedures for the production and distribution of legislative printing be vested with the Printing Services Branch for approval of Management Board.**

## **The Publishing Function**

Publishing, in the creative sense, has always resided with the operating units. We believe that publishing activities are properly the responsibility of program managers. A central publisher is a contradiction in terms, since it is in the ministries where publishing initiative, planning, decisions and accountability actually reside. This is the reason for our earlier recommendation which eliminates the title 'Publisher'.

However, there is logic in providing one common support service — the cataloguing and management of inventories — both non-creative functions in publishing.

There is an urgent need to compile, on a continuous basis, a complete catalogue of government information, printed and audio-visual. Such a catalogue is an essential information aid for the Government and the

public. In addition, it is a service to management in designing and planning communication and publication activities. Allied with this is the need for a common inventory and catalogue, warehousing and distribution system.

At present, there is no complete inventory of what the Government publishes. The Queen's Printer records only some published data. The ministries record others.

Fragmented and uncoordinated catalogues and inventories cause deficiencies in the distribution process and a lack of data which should be available to government planners, the Management Board, and operating units deciding on printing and reprinting quantities.

A common cataloguing and inventory system for all government resource material would serve another urgent need. This is for an effective order-fulfillment and depository service, which together would guarantee the public, the legal community and other special constituencies their right of access to this material. Achieving this objective will require the establishment of documentation procedures the introduction of modern invoicing and customer service techniques, and a central point for inventory controls.

We therefore recommend that:

**10.24 The Printing Services Branch operate a Resource Centre responsible for:**

- a) continuous cataloguing of all government publications and audio-visual materials;
- b) the provision of a standard system of inventory management to provide perpetual inventory records;
- c) a supportive warehousing and distribution system;
- d) establishing an effective order-fulfillment system and depository service.

Prior notification of intent to publish is essential to keep catalogues and advance order systems up-to-date. We therefore also recommend that:

**10.25 It be mandatory for all ministries, boards, agencies and commissions to provide the Resource Centre with prior notification of intent to publish.**

There is a need for Management Board to set guidelines for distribution and pricing practices, and to establish broad criteria for measuring and evaluating publications. It does not seem necessary to us to

build a structure to undertake such assignments. These could be separate projects undertaken either by personnel within Government or under contract from the private sector.

Finally, we have studied the Government Bookstore to determine its role in the new system we recommend.

It is our view that distribution of government publications, films, and audio-visual matter should remain the primary responsibility of the ministries who create the material. There is, however, a distribution role for the Resource Centre when a comprehensive catalogue, inventory and warehouse system has been developed. Then, the Centre can fill orders from the public supplemental to those demands met by the ministries. In other cases, it could refer requests for materials to the appropriate unit in government through its catalogue and inventory system.

The Resource Centre could take the initiative on behalf of the ministries to explore all available means of distribution, including arrangements with the private sector, community information centres, libraries, etc. However, there is a need to define clearly the relationship between the Centre and the ministries, and develop workable systems. Enlightened cooperation is required to effect efficient, economical distribution procedures. The initiative for this should reside with the Printing Services Branch and should begin immediately.

It is against this background that we see the current Bookstore operation as somewhat an anomaly.

The purposes and objectives of the Bookstore operation are now imprecise. If it is to serve as a showplace for government publications, it represents an incomplete display. If it is an information answering service, it is not equipped to provide this service. If it is meant to provide revenue, this is a dubious objective if all cost factors involved are taken into account.

If, on the other hand, the main purpose is to give away free publications of interest, the Bookstore probably succeeds in its present location. Alternative means, however, may be available to meet this objective without the substantial costs which would be involved in duplicating this facility for all citizens throughout the province.

For the above reasons, we believe the Bookstore operation should be incorporated as part of the Resource Centre recommended for the Printing Services Branch, and its future direction assessed.

We therefore recommend that:

- 10.26 The Government Bookstore facility be operated by the Resource Centre of the Printing Services Branch, and the need and desirability of expansion of the Bookstore or some other wider distribution method for Government resource materials be examined.**

## IMPLEMENTATION

The recommendations in this report represent the first phase in a program to improve the government's communication efforts.

We have proposed a number of principles which should guide the allocation of communication resources both in terms of ministerial and community needs. With the new structure of government now being introduced, we believe this is a very appropriate time to commence the next phase.

Implementation of these recommendations we believe should involve two major steps:

- ♦ within each policy field and each ministry, a review of communications organization, planning procedures and current programs, to incorporate the principles and guidelines put forward in this report; and
- ♦ across the Government, the necessary reviews and assessment of subjects of common concern to the Cabinet, Management Board and all ministries. These include policy, the Queen's Printer and Publisher, training and development, citizens' inquiry and community information centres.

The recommendations and content of our report outline the suggested responsibilities and procedures sufficiently. We will deal here therefore with only three subjects: policy, timing, and a practical approach to getting the job done.

### Policy Statement

It would greatly assist the implementation of this report if a clear consistent communications policy statement, as recommended, were available for the guidance of ministries and the implementation team.

We realize the potential difficulties of accomplishing this quickly. Despite these, we urge that the matter of policy be given early consideration by Cabinet.

### Timing of Implementation

Information services, by their nature, are decentralized, on-going and related to a myriad of government programs. There is a tremendous range of activity which cannot, and should not, be subject to radical disruption.

At the same time, it is evident from our research that the further studies recommended and implementation, should begin immediately. We have noted that a major task is to change attitudes toward the communications function. This traditionally is a long hard process which suggests an early start.

We have concluded that it is feasible to strive for implementation of organization and planning recommendations in conjunction with Fiscal 1973-74. This will allow a period of at least six months to review current activities and make desired changes in policy fields and ministries. The timing on longer range research and similar projects of course would have to be established by Management Board or the responsible agency.

Our recommendation on the timing of implementation therefore is that:

**10.27 Information services as allocated in the new structure of government, and contained in 1972-73 programs continue to function for the remainder of the Fiscal Year, and policy fields and ministries complete reviews and introduce new organization and planning changes in Fiscal 1973-74 plans.**

The extent and type of change which may occur as a result of implementation of this report are impossible to forecast at this time. While it is our belief that some added costs will be offset by reductions elsewhere, we are unable to state accurately the financial impact of implementation.

## **Implementation Team**

Several major and fundamental changes are proposed in the government's approach to communications. During the transitional, or implementation period, we see the need for a small team of people, who are expert in communications planning and have an awareness of government communication processes, to work with the Implementation Team of Management Board.

These experts can be seconded from the Public Service and/or contracted from the private sector. They would provide the following services:

- ♦ assistance to Policy Field deputy provincial secretaries and deputy ministers in developing the appropriate study formats for their reviews of communications policies, programs and future needs;
- ♦ further assistance, as requested, in completing such reviews;

- ♦ liaison among Management Board, policy fields and ministries on progress, possible duplication and jurisdictional questions; and
- ♦ assistance to the Ministry of Government Services as required in research of Community Information Centres.

We therefore recommend that:

**10.28** Advice and assistance on implementation be provided to Management Board, policy fields and ministries by use of a small, expert implementation team of communications experts from the Public Service and/or contracted from the private sector.

## SUMMARY OF RECOMMENDATIONS

### Interim Report Number One

*The C.O.G.P. recommended that:*

#### 1. THE AUDIT FUNCTION

- 1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.
- 1.2 The present pre-audit function be transferred to the Comptroller of Accounts as in interim step.
- 1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.
- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions.
- 1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

#### 2. DEVELOPMENT OF TOP ADMINISTRATORS

- 2.1 The government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks.

#### 3. MANAGEMENT OF SUPPLY AND SERVICES

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.

- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.
- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.
- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

#### 4. PARLIAMENTARY ASSISTANTS

- 4.1 Parliamentary Assistants be appointed to provide specialized assistance for ministers in charge of major departments.

#### 5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.1 The government consider the increased use of Cabinet committees and the provision of the necessary support staff.

#### 6. TASK FORCES

- 6.1 The government consider making increased use of task forces, as defined by the C.O.G.P., to take problems crossing functional lines or involving more than one department or agency.

### Interim Report Number Two

*The C.O.G.P. recommended that:*

#### 5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.
- 5.3 The chairmen of these committees be ministers without operating responsibility.
- 5.4 The Cabinet establish a Legislation Committee.

- 5.5 The Cabinet establish Coordinating Committees.
- 5.6 The Cabinet committees be supported by additional secretarial resources.
- 5.7 The Cabinet accept more formalized procedures.

## 7. INTEGRATION OF PAYROLL AND PERSONNEL INFORMATION

- 7.1 A system of centrally collecting basic data on employees which is integrated with the central payroll system be approved and that a program of integration be implemented.

### Interim Report Number Three

*The C.O.G.P. recommended that:*

## 8. STRUCTURE OF GOVERNMENT

- 8.1 Policy Ministers without operating responsibilities be appointed to devote full-time attention to setting priorities, to providing leadership in policy development, and to coordinating related programs of government within their respective policy fields.
- 8.2 The Policy and Priorities Board of the Cabinet be composed of the Prime Minister as Chairman, the Chairman of the Management Board of Cabinet, the Minister of Finance and Intergovernmental Affairs, and the Policy Ministers.
- 8.3 A Social Development Policy Field be established containing the following Ministries: Colleges and Universities, Education, Health, and Housing and Social Services.
- 8.4 An Environment and Resources Development Policy Field be established containing the following Ministries: Agriculture and Food, Environment, Labour, Natural Resources, Trade and Industry, and Transportation and Communications.
- 8.5 A Justice Policy Field be established containing the following Ministries: Attorney General, Correctional Services, Public Protection.
- 8.6 Policy field committees of Cabinet be established. In each case, the membership of these committees would be all of the Ministers within a particular policy field, chaired by their Policy Minister.

- 8.7** A Ministry of Finance and Intergovernmental Affairs be established.
- 8.8** Parliamentary Assistants be appointed to assist the Minister of Finance and Intergovernmental Affairs.
- 8.9** A Ministry of Revenue and Government Services be established, with primary responsibility for:
- a) administering the collection of revenues, and
  - b) the provision of common services.
- 8.10** The Minister of Revenue and Government Services be a member of the Management Board.
- 8.11** The following principles be applied in the delivery of common services:
- a) policy and standards on the delivery and use of common services be approved and promulgated by the Management Board;
  - b) charges for services provided by the Ministry of Revenue and Government Services be levied to customer ministries on a full-cost basis;
  - c) ministries be allowed to obtain services within or outside the Government;
  - d) some of the common services need not be centralized under the Ministry of Revenue and Government Services but could be delegated to units within ministries that have specialized expertise.
- 8.12** The Management Board consist of a full-time Chairman, at least one Minister from each policy field, the Minister of Finance and Intergovernmental Affairs, and the Minister of Revenue and Government Services.
- 8.13** The Chairman of the Civil Service Commission report to the Chairman of the Management Board.
- 8.14** The Department of the Civil Service cease to exist and that its staff become the staff of the Civil Service Commission.
- 8.15** The Chairman of the Civil Service Commission cease to be known as the deputy minister of the Department of the Civil Service, but that he continue to have deputy minister status.

- 8.16 One or more Commissioners with personnel expertise be appointed to the Civil Service Commission from outside the Public Service.
- 8.17 The Civil Service Commission continue to provide advice on personnel policy to the Management Board and personnel services to ministries. Ministries be allowed to provide such personnel services as recruiting and staff training for themselves or be given the option of purchasing such services either from the Civil Service Commission or from outside Government.
- 8.18 The decision to leave the central supply of personnel services within the Government with the Civil Service Commission be reviewed by the Management Board within 5 years, with the object of transferring some of those services to the Ministry of Revenue and Government Services.
- 8.19 The Management Board restrict itself to control functions and that all service functions, except those affecting personnel, be transferred to the Ministry of Revenue and Government Services.
- 8.20 A small secretariat be established for each policy field to provide the Policy Minister with analytical and administrative support. These appointments should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.
- 8.21 A Secretary with the status of a deputy minister be appointed to head each policy field secretariat. These appointments, that of the Deputy Minister of Finance and Intergovernmental Affairs, the Secretary to the Management Board, the Secretary to the Cabinet, and the Deputy Minister of the Department of the Prime Minister should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.
- 8.22 An advisory and support group for the Policy and Priorities Board be formed, made up of the three policy field Secretaries, the Deputy Minister of Finance and Intergovernmental Affairs, the Deputy Minister of the Department of the Prime Minister, the Secretary to the Management Board, and the Secretary to the Cabinet, who would act as Chairman.

- 8.23 The Secretary to the Cabinet provide a committee secretary to the Policy and Priorities Board and each of the other committees of Cabinet, except the Management Board, to assist in the preparation of agenda and minutes, in order to ensure consistency of format and coordination of information flow.

## Interim Report Number Five

*The C.O.G.P. recommended that:*

### 9. AUTOMATIC DATA PROCESSING

- 9.1 The Management Board of Cabinet be responsible for establishing the broad guidelines within which A.D.P. is used in the government; and that all existing service functions now performed by the Management Board be transferred elsewhere.
- 9.2 A small number of senior personnel in the Management Board coordinate, control and evaluate A.D.P. services provided to ministries.
- 9.3 The systems and programming function be organizationally separated from the computer services function.
- 9.4 Competition for government business be encouraged between government and commercial computer centres.
- 9.5 A computer services agency be established within a Ministry of Revenue and Government Services to manage all computer facilities in the Ontario Government.
- 9.6 Commercial systems and programming firms be allowed to compete with the government systems and programming service for government business.
- 9.7 a) Most systems and programming personnel in the Ontario Government be managed centrally by a systems and programming agency located in the Ministry of Revenue and Government Services.
- b) Where a ministry can demonstrate, to the satisfaction of the Management Board, that it has a continuous need for a small number of highly specialized analysts and programmers, the ministry be permitted to retain these specialists in its own organization. This special ministerial need should be reviewed annually by the Management Board.

- 9.8 One or more systems coordinators be appointed in each ministry as an integral part of its management and with responsibility for advising on all aspects of the use of A.D.P. and for procuring all A.D.P. services.
- 9.9 Implementation of the recommendations in this report be completed before December 31, 1974.

## Interim Report Number Six

*The C.O.G.P. recommended that:*

### 7. UTILIZATION OF HUMAN RESOURCES

*(The present broken numerical sequence of the recommendations is provisional.)*

- 7.1 See under Interim Report Number Two.
- 7.2 A goal setting and performance review system based on output be developed for individual jobs.
- 7.3 Managers receive training to upgrade their general skills and to familiarize them with personnel management practices.
- 7.4 An effective and comprehensive system of manpower planning be devised which coordinates the actions of the Premier, the Ministers and/or their ministry designees and the Management Board.
- 7.5 Selection standards emphasize the output aspect of a particular job rather than formal qualifications, while not underrating their basic importance.
- 7.6 Where possible, at least three eligible candidates be identified for each vacant position through appropriate publicity and a progressive search of related manpower inventories in the Public Service; and that the search be extended outside the Public Service, if this is desirable.
- 7.7 New entrants into the Public Service be permitted to purchase pension credits.
- 7.8 Decisions on training and development be made the responsibility of program manager, the costs of training being allocated to the program.
- 7.9 More opportunities for on-the-job training be provided.

- 7.10 Ways be provided in which an employee can assist in planning his own career.
- 7.11 The present system of centralized control of classification be converted to one under which standards would be approved by the Management Board to assure Service-wide uniformity, and by which the responsibility for applying classification standards would be delegated to each ministry.
- 7.12 Classification specialists available in the Public Service be reassigned as needed in the ministries to apply classification standards.
- 7.13 A simplified classification system be developed, based on broadbanding.
- 7.14 Pay research be undertaken for key benchmark jobs which is directed to a comparison of outputs, rather than a comparison of common elements, such as duties, qualifications or experience.
- 7.15 An effective Service-wide master classification system be developed which related all positions on a job comparison basis and employs a single salary structure.
- 7.16 An effective merit pay system be introduced based on performance review.
- 7.17 The impact of province-wide pay rates be assessed.
- 7.18 A comprehensive and equitable sick leave plan be developed to give income protection based on need.
- 7.19 The system of giving attendance credits be discontinued when a sick leave plan based on need has been introduced.
- 7.20 A review of insurance plans related to life and health be undertaken.
- 7.21 An adequate information program for employees be developed by the Management Board to publicize the conditions under which leaves of absence may be granted.
- 7.22 The pension plan permit early retirement, based on equitable formulae, for senior public servants at the initiative either of the Government or of the employee.

- 7.23 A pension plan be designed which offers increased protection against inflation.
- 7.24 The Management Board be responsible for the approval of benefits policy.
- 7.25 The program manager, assisted by the Civil Service Commission and the Ministry of Government Services in a service capacity, have prime responsibility for keeping the employee informed about benefits.
- 7.26 The Ministry of Government Services handle the actuarial design, collection of contributions, and payments under the benefits plans; and that it deal also with financial aspects of post-retirement counselling.
- 7.27 The Ministry of Treasury, Economics and Intergovernmental Affairs manage the contributions to benefits; and that the same Ministry, with the assistance of officers from the Ministry of Government Services, have responsibility for policies and standards governing benefit accounting systems.
- 7.28 An effective post-audit system be established by the Civil Service Commission to ensure that ministerial personnel procedures are consistent with policies and guidelines approved by the Management Board.
- 7.29 The Civil Service Commission appoint a limited number of specialists highly skilled in staff relations, to assist in planning and to provide support for the development of policy and long-range goals.
- 7.30 The alternatives of make or buy be considered in the delivery of personnel services.
- 7.31 An expanded counselling service be developed, in which basic responsibility for counselling resides with the program manager, supported by the ministerial personnel officer; and that professionally qualified central coordinating staff should also be available to recommend referral to community counselling services, if required.
- 7.32 The personnel management guidelines emphasize to the manager the need for adequate training and careful counselling before initiating transfer, demotion, or the ultimate step of dismissal.

- 7.33 Hours of work in the Public Service be arranged which best serve the convenience of the public and the attainment of job goals, but which will accommodate employee preferences where possible.
- 7.34 Upgrading of inferior facilities be continued.
- 7.35 The cost of improvements to physical working conditions be charged to programs.
- 7.36 For cases where a public servant is moved at the request of the employer, a policy be developed to protect the employee against unreasonable expenses and against having to sell his home at less than fair market value.

### Interim Report Number Seven

*The C.O.G.P. recommends that:*

## 10. COMMUNICATIONS AND INFORMATION SERVICES

- 10.1 Cabinet develop and make public a government communications policy and support the development of the guidelines necessary to give effect to this policy.
- 10.2 All program managers be responsible and accountable for the communications components of their programs within the context of the Planning, Programming, Budgeting System.
- 10.3 In conjunction with the Management Policy Branch of the Management Board Secretariat, each ministry review its current information programs and structure and assess the need for a communications planning capability, and separation of this function from the Information Service unit.
- 10.4 Each policy field secretariat appoint, for a limited term, a senior communications advisor with responsibilities to prepare communications plans for the secretariat, and help coordinate communications activities within the policy field.
- 10.5 The Ministry of Treasury, Economics and Intergovernmental Affairs appoint for a limited term, a senior communication advisor with responsibility to recommend communication plans for its major programs.

- 10.6 In conjunction with the Management Policy Branch of the Management Board Secretariat, each deputy minister be responsible for development and implementation of a program to improve internal ministry communications.
- 10.7 The Policy and Priorities Board of Cabinet and the policy field committees be responsible for improving inter-ministerial communications and for coordination of government news releases to the news media and the public.
- 10.8 Ministries require that communications expenditures be budgeted on the P.P.B. system and in submissions to Management Board, communications sub-program budgets be isolated and identified when expenditure is over \$25,000.
- 10.9 Communications expenditures be identified and accounted for as distinct costs.
- 10.10 Ministries require that requests for all program-associated communications budgets over \$25,000 should be supported by statements of goals and objectives which lend themselves to measurement; and that major communications projects over \$100,000 should be supported by appropriate pre- and/or post- effectiveness analysis, and report of this analysis be available to Management Board.
- 10.11 A media purchase inventory function be established in the Ministry of Government Services; and advertising space and time purchasing orders be standardized throughout the Government with the client heading reading 'Province of Ontario', a sub-heading identifying the ministry, and provision for indicating discount rates.
- 10.12 Management Board acquire the necessary expertise and advice to assure that ministry communications plans submitted for review can be assessed for expense identification and presence of adequate cost/benefit analysis and consideration of alternatives.
- 10.13 A province-wide or regional no-charge telephone service be explored and tested on an experimental basis by the Citizens' Inquiry Branch.
- 10.14 The Community Information Centre program of the Ministry of Community and Social Services become a Branch of that ministry headed by a director.

- 10.15** The Community Information Centre Branch study and test new approaches to the information centre concept.
- 10.16** The Management Board be responsible for identifying the most appropriate way to evaluate and coordinate all ministry field information programs and complementary private sector programs.
- 10.17** The Director of the Citizens' Inquiry Branch be responsible for conducting tests to identify, tabulate and analyze information on citizen interests and concerns received via the telephone inquiry service and from community information centres now operating, with the objective of determining whether these systems can provide to Government useful indications of citizen concerns and attitudes.
- 10.18** Program Managers within Government define their need for communications planning training and development, and Ministers and deputy ministers encourage such effort by tuition-fee coverage; leaves of absence, seminar sponsorship or other measures.
- 10.19** The Civil Service Commission obtain, from among other sources, the assistance of the Information Officers Forum to determine ways and means of providing more training and development for information personnel, particularly in newer media techniques, and that the Government support such programs.
- 10.20** The Civil Service Commission and ministries consider communications as a key function in government, and communications training and experience as useful for top administrators, and as a potential base for program management.
- 10.21**
- a) The Office of Queen's Printer and Publisher be revised to the Printing Services Branch and be located within the Ministry of Government Services.
  - b) The designation 'Queen's Printer' be vested with the Deputy Minister of the Ministry of Government Services to control imprint and title and to secure legal Crown copyright on all Legislative and other material printed by Government.
- 10.22** The Government Duplicating Service be assigned to the Printing Services Branch and its operating policies be developed by the Printing Services Branch for the approval of the Management Board.

- 10.23 Responsibility for developing guidelines and procedures for the production and distribution of legislative printing be vested with the Printing Services Branch for approval of Management Board.
- 10.24 The Printing Services Branch operate a Resource Centre responsible for:
- a) continuous cataloguing of all government publications and audio-visual materials;
  - b) the provision of a standard system of inventory management to provide perpetual inventory records;
  - c) a supportive warehousing and distribution system;
  - d) establishing an effective order-fulfillment system and depository service.
- 10.25 It be mandatory for all ministries, boards, agencies and commissions to provide the Resource Centre with prior notification of intent to publish.
- 10.26 The Government Bookstore facility be operated by the Resource Centre of the Printing Services Branch, and the need and desirability of expansion of the Bookstore or some other wider distribution method for Government resource materials be examined.
- 10.27 Information services as allocated in the new structure of government, and contained in 1972-73 programs continue to function for the remainder of the Fiscal Year, and policy fields and ministries complete reviews and introduce new organization and planning changes in Fiscal 1973-74 plans.
- 10.28 Advice and assistance on implementation be provided to Management Board, policy fields and ministries by use of a small, expert implementation team of communications experts from the Public Service and/or contracted from the private sector.

## APPENDICES





ONTARIO  
EXECUTIVE COUNCIL OFFICE

APPENDIX 1

OC-4689/69

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 23rd of December, A.D. 1969.

Upon the recommendation of the Honourable the Treasurer of Ontario and Minister of Economics, the Committee of Council advise that a special Committee, consisting of the following persons:

J. B. Cronyn	Chairman
G.H.U. Bayly	Member
C.E. Brannan	Member
A.R. Dick, Q.C.	Member
C.C. Hay	Member
G.R. Heffernan	Member
H.I. Macdonald	Member
A. Powis	Member
J.K. Reynolds	Member
R.D. Wolfe	Member

be appointed to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and the effectiveness of the Government of Ontario.

The Committee further advise that this inquiry to be known as the Productivity Improvement Project, not extend to the institution of the Legislative Assembly of Ontario.

And the Committee further advise that the Committee be authorized to adopt such procedures and methods as it from time to time deems expedient for the proper conduct of the inquiry and to engage the services of such counsel, staff, and technical advisers as it may require at rates of remuneration and reimbursement to be approved by Treasury Board.

Certified

Clerk Executive Council.

## COMMUNICATIONS AND INFORMATION SERVICES STUDY

### Project Specifications

The project will be divided into five separate areas of study, each of which will be the responsibility of a member of the project team. The findings and recommendations in each sub-project will be coordinated at weekly meetings of the project team.

The five areas of study are as follows:

#### 1. *Policy*

To formulate and recommend a Government information policy.

To assess the need for and, where required, recommend policies on,

- a) the timely release of government decisions to the public,
- b) the simultaneous release of information to civil servants and the public,
- c) a government-wide definition of information for accounting and operational purposes,
- d) the use of social surveys, and cost-benefit analysis,
- e) integration and cooperation with other levels of government and private information services.

#### 2. *Organization*

To develop and analyze profiles of typical existing departmental information organizations in order to establish criteria of superior and inferior organizations and to identify organizational problems. The number of profiles should be limited.

To conduct an audit of all significant communication activities and products conducted by departments, boards, agencies and commissions during the past year and obtain details of major communications activities planned for the next year. Analyze, categorize and evaluate these activities with special emphasis on interdepartmental duplication and costs.

To study the information production process from concept and initiation to production and distribution with emphasis on authorities, responsibilities, reporting relationships, controls, planning and interdepartmental coordination.

To develop several organizational models ranging from complete centralization to complete decentralization and test these conceptual models on a continuing basis against incoming study findings, the findings and recommendations of other projects, the needs of the public and the departments and the judgment of the project team. By a process of

elimination arrive at one or a small number of organizational models which warrant in-depth evaluation in order to arrive at a final recommendation. This portion of the study will include geographic considerations.

### 3. *Finances*

To study the cost of information to clarify the following:

- a) the trend of expenditures;
- b) the criteria for allocating funds to the information programs;
- c) the differences in departmental and agency budgets; and
- d) the effectiveness of these expenditures.

### 4. *Queen's Printer and Publisher*

To assist in implementing the recommendations from the study of the Committee for Development of Supply Policies and Procedures on Printing and Publishing — Policies and Procedures.

To determine whether additional study is required in the light of this Project's findings, and, if so, undertake it.

### 5. *Modes of Dissemination*

NOTE: This topic covers a number of areas concerned with the actual dissemination of information to the various media and publics, and included a study of outside suppliers and the 'hardware' component of communications.

#### *Guidelines for Implementation of the Project's Policy Recommendations*

To recommend an approach for developing a procedural guide to assist in the implementation of the policy recommendations resulting from this project.

#### *'Store-Front' Programs*

To catalogue the current store-front programs (ie. Consumer's Caravan, Tourism Booths, Northern Affairs Program, Ontario Place, etc.) and recommend ways of maximizing these efforts, such as integration, avoidance of duplication, greater utilization of equipment and personnel.

#### *Community Information Services*

To identify those community information service programs and projects currently in progress or planned and recommend the role, if any, for the Ontario Government in this area, coordinating this study with the program of the Department of Citizenship and Immigration.

#### *Program Evaluation*

To recommend techniques for measuring the effectiveness of information programs.

To evaluate the current system for handling public inquiries and recommend improvements as required.

#### *Outside Suppliers*

To evaluate the current practices with all outside suppliers to the information activity and recommend procedures to be followed for maximum productivity.

#### *Information and Communication Technology*

To evaluate the new technological improvements available now or in the foreseeable future to improve communication and information dissemination and recommend how these could be adapted to the needs of the Government's information program, both on a short and long-term basis.

To maintain a liaison with the Interdepartmental Communications Coordinating Committee to evaluate the implications of their work on internal communications on the Government's information programs and on the other areas being studied by this project.

#### *Telephone Switchboard Operations*

To recommend a program to improve the information capabilities of the switchboard operators at the main Government switchboard and within each of the departments and agencies.

#### *Additional Studies*

The C.O.G.P. Project Team considered the foregoing to substantially define the scope of this project, but in the interest of ensuring that all important matters were reviewed, it recognized that additional studies may be required after the preliminary investigations have been completed by each on the sub-projects and analyzed by the Project Team.

## APPENDIX 3

## Project Team

R.V. Hicks, Q.C. <i>Project Director</i>	President, Metropolitan Toronto Board of Trade Partner, Hicks Morley Hamilton Stewart Storie
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H. S. Damp	Central Staff, C.O.G.P.
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S.H. Feldman	Central Staff, C.O.G.P.
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J. Graham	Central Staff, C.O.G.P.
P.V. Gundy	Central Staff, C.O.G.P.
J. Hendry	Management Services Officer Organization and Methods Services Branch Treasury Board Secretariat
M. Hicks	Director, Marketing/Communication Services Price Waterhouse Associates
G. Hopkins	President, Hopkins, Hedlin Limited
W. McKechnie	President, McConnell, Stevenson and Kellog
Pat Michener	Central Staff, C.O.G.P.
J. Morning	Editor, Ontario Economic Review Economic Analysis Branch Department of Treasury & Economics
D. Towers	Manager, Internal Communications Systems Management Services Division Treasury Board Secretariat
R. Weiler	Central Staff, C.O.G.P.

**Advisory Committee**

E.A. Pickering <i>Chairman</i>	Vice-President of Catalogue-Order Simpson-Sears Limited
W.E. Corfield	President, Corfield Associates Public Relations Services
Margaret Hamilton	Vice-President, Thompson Newspapers Limited
Peter Jackman	President, Queen's Park Press Gallery, Ottawa Citizen
Betty Kennedy	Public Affairs Editor, CFRB
D.A. Machum	Vice-President and Assistant to the President, Algoma Steel
W.J. McCordic	Director and Secretary-Treasurer, Metropolitan School Board
John Muir	Publisher, Hamilton Spectator
Michael Warren	Deputy Provincial Secretary Department of Provincial Secretary and Citizenship



